

**SAN FRANCISCO OFFICE**  
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Project Number: 100029

**To:** Valerie Knepper, MTC

**From:** Bill Hurrell/Carol Levine

**Subject:** Summary of Findings, MTC Case Study: Union City

The following memorandum presents a progress report for the Union City Case Study. This memorandum includes the findings of the field surveys, description of existing City policies related to parking, review of the implications of existing policies on smart growth and preliminary recommendations for smart growth parking policies.

Union City is predominantly a suburban community that is transitioning to a more urban character, specifically in the area surrounding the BART Station. This area immediately surrounding the BART Station, the Station District, is proposed in the General Plan (2002) for high density transit-oriented development (TOD). In addition, there are plans for the expansion of the existing Union City BART Station to accommodate additional commuter rail services. Currently, Union City does not experience the same parking limitations that characterize the more urbanized communities of the Bay Area. However, parking demands from development of the TOD and the future Union City Intermodal Station will change that reality.

## **EXISTING CONDITIONS**

Existing parking and land use conditions in the study area were evaluated to determine how parking is currently being used, what future development is projected for the area and what parking regulations currently are specified for this new development. The analysis of existing conditions involved both field work and review of relevant planning documents.


### **Field data**

Parking utilization was observed at the Union City BART Station, on surrounding roadways, and at two high density residential developments in the study area. These field observations were made during the early morning hours (4:45 – 9:30 AM) on a typical weekday (Thursday, July 13, 2006). The findings are presented below. The field study areas are located in Figure 1.

### **BART Station Parking**

The utilization of parking at the BART Station and the impact of overflow parking on the neighborhood were assessed. Currently, the Union City BART Station is the most significant generator of parking demand in the Station District. As the area is developed, other land uses will compete for parking especially as the station expands and attracts more transit users.



 MTC Designated Study Area

Existing conditions of BART parking is important to serve as a baseline for assessing future parking impacts and demand. A parking occupancy survey of the BART parking facilities and parking on surrounding roadways was conducted to collect this baseline data.

There are approximately 1,200 parking spaces<sup>1</sup> at the station including spaces designated for ADA, midday, attended, and reserved permit parking. Except for the reserved permit spaces, parking is free. BART has instituted daily paid parking charges at several of the East Bay and South Bay stations and although Union City is on the priority list for paid parking, there currently are no plans to institute parking fees at this time.

Historically, the regular spaces (those not reserved for the special uses listed above) at the Union City Station fill before 9 AM. The occupancy study conducted by Wilbur Smith Associates in Fall 2005 reported a fill time of 8:10 AM.

The field work conducted in July supported previous findings. The regular spaces filled at 7:35 AM. Available street parking surrounding the station (temporary BART parking on Decoto Rd and parking on Union Square) was filled by 7:40 AM. Observations show that parking on these surrounding roadways is being used by BART patrons. Although the City is aware of overflow parking from the station on surrounding streets, no complaints from residents have been reported. Obviously, as station use increases with the start of additional train services and/or BART implements a paid parking program as has been done at other stations, the impact of overflow parking on the neighborhood will increase. Findings of the BART parking survey are included in Table 1.

<b>Table 1</b>		
<b>BART Parking Utilization</b>		
<b>BART Parking</b>	<b>Fill Time</b>	<b># Spaces</b>
Regular	<b>7:35 AM</b>	999
Midday		68
ADA		21
Reserved		87
Attended		22
Official BART		2
Total		1,199
<b>On-Street Parking</b>		
Union Square	<b>7:40 AM</b>	
Decoto Rd Temporary BART Parking	<b>7:35 AM</b>	

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<sup>1</sup> BART Parking Facility Occupancy Survey, Fall 2005 by Wilbur Smith Associates.

### **TOD Residential Parking**

To evaluate the parking demand for TOD development in the Station District, parking usage was observed at two apartment complexes in the District. Although parking demand may change as development intensifies and land use and infrastructure improvements support non-auto trips, these findings will serve as a baseline for assessment of future parking trends and requirements for the Station District.

This survey was conducted at the Verandas apartments located on Union Square across from the station and the Parkside apartments located across Decoto Road on Meyers Drive. The occupancy of off-street parking within each complex was counted during early morning hours (4:45-5:15 AM). These findings represent the demand for parking by residents of these dwellings. The breakdown of parking supply and occupancy is included in Table 2.

Table 2 Parking Demand of High-Density Residential in the Station District							
	Density	# of Units	Rental Occupancy	Spaces Assigned per Unit	Supply	Occupancy	Parking Occupancy Rate
Verandas Apartments	44 du/acre	282	94%	1			
Assigned spaces					282	211	75%
Unassigned/guest					218	202	93%
				Total	500	413	83%
Parkside Apartments	29 du/acre	208	92%	1	318	224	70%

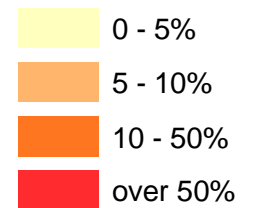
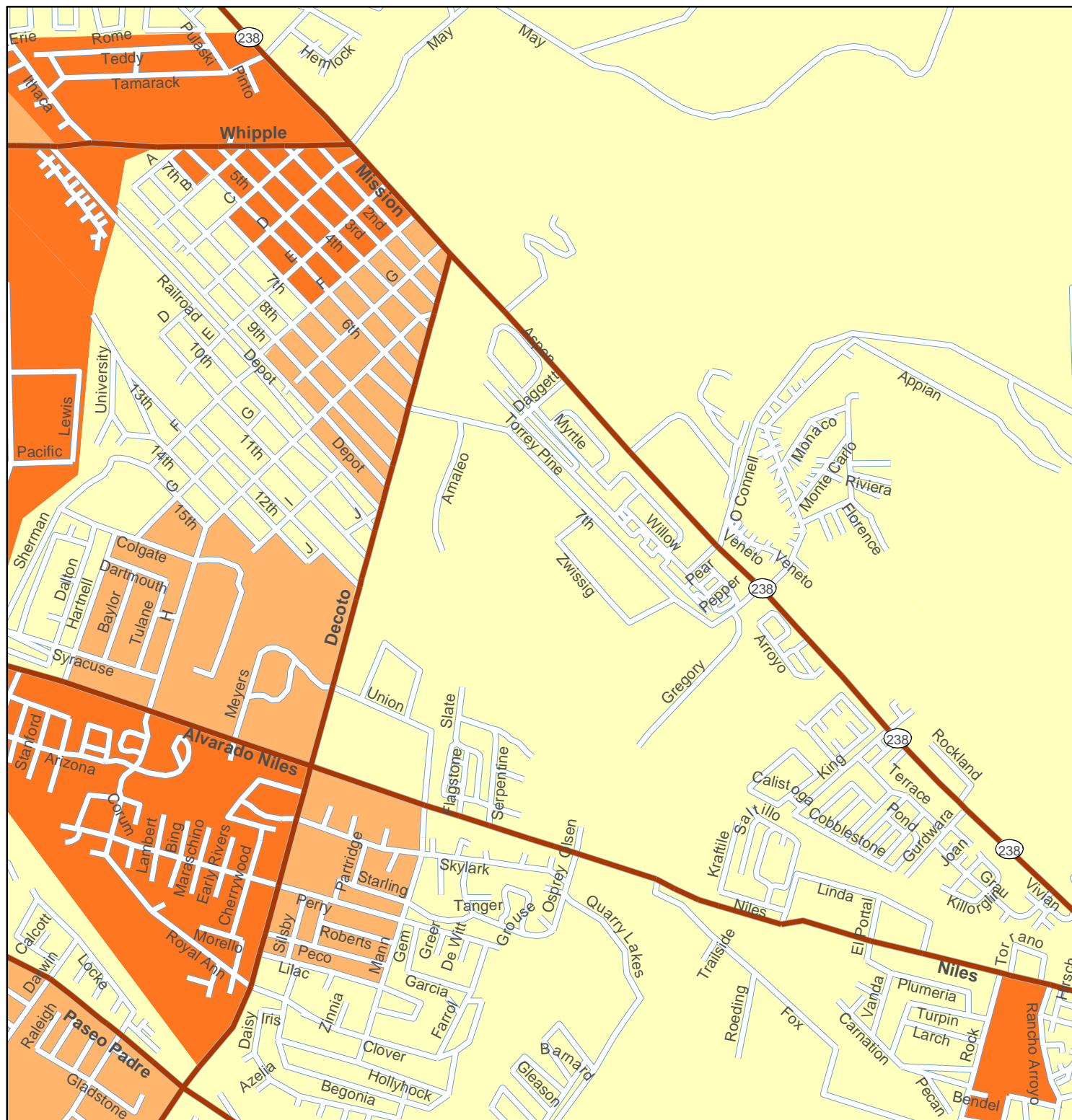
The findings of this parking evaluation show that parking at these apartments is well used. However, there is additional capacity that is underutilized; it may be possible to reduce parking requirements in the future for similar or higher density TOD development through in-lieu fees, parking cash-out, shared parking or other strategies.

### **Car Ownership**

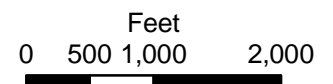
A preliminary look at car ownership data (Census 2000) for the study area (Figure 2) shows that there are a significant percentage of households with no car available. These findings support the idea that proximity to a major transit hub will attract households that choose to use transit whether for reasons of economics, health or personal choice. The level of car ownership is a good indicator of the potential for many of the smart growth strategies being considered for the Station District. Additional data will be reviewed including the MTC analysis of the Bay Area Transportation Survey (BATS) data and Census 2000 data for 1-car ownership and mode to work.



Figure 2  
Union City  
Zero Auto Households



Wilbur Smith Associates



## **Land Use and Zoning**

The *Union City General Plan* formalizes a long-term vision for the physical, economic, and social evolution of Union City. The outlined policies, standards and programs are designed to guide day-to-day decisions concerning Union City's development. The Station District is identified as one of six business districts that can support the City's goal to build a strong economic base for the community as well as provide the community's greatest opportunity for redevelopment of underutilized and vacant lands. Goals related to the Station District include:

- **Goal ED-B.1:** To transform the Station District into a unique place that takes advantage of transit-oriented development opportunities.
- **Goal ED-B.2:** To take a proactive planned approach to the development and redevelopment of the Station District.
- **Goal ED-B.3:** To attract business tenants and developers to invest and implement the City's economic development objectives.

The Station District is included in the Station Mixed Use-Commercial (CSMU) designation. The purpose of this designation is to define an area of visual prominence through high intensity development. In order to promote Union City's identity, it necessary to implement high aesthetic and design standards to make the area attractive to people as a place to shop, work, and, where appropriate, live. The designation is primarily commercial in nature and is intended to promote retail and office opportunities. High density residential land use between 45 and 80 units per acre is also appropriate where it will promote, in a coordinated manner with the commercial development, the purpose of this designation. This designation is applied to the immediate vicinity of the intermodal facility because the opportunity to connect with regional and subregional transportation providers would support a higher density of uses.

## **Future Development Sites**

**Avalon at Union Station** – This development, recently approved by City Council, is adjacent to the BART Station and within the CSMU District. The project is located on the Litke site which is 6 acres adjacent to and southeast of the BART parking lot. It is being developed by Avalon Bay Communities, Inc. and will be a 438-unit rental apartment community with 15% affordable housing. It will include two five-story buildings; Building A will include 272 apartment units with parking located in a six-level, on-grade parking structure adjacent to BART. Building B will include 166 apartment units with parking primarily located in a two-story concrete garage located directly below the building footprint. The minimum parking requirement is 1.0/unit but the City stated it would prefer 1.5 spaces per unit. The developer's intention was to meet and even exceed the city's request and is providing at 1.75/d.u. Specifics for this project include:

- Density of 73.0 du/acre
- 25 junior 1-bedroom/199 1-bedroom/188 2-bedroom flats/26 3-bedroom flats
- Junior and 1-bedroom apartments with 1.5 parking stalls/unit
- 2-bedroom and 3-bedroom apartments with 2.0 parking stalls/unit
- 764 parking stalls and 16 Accessible stalls provided
- 18 motorcycle stalls and 146 bicycle parking stalls

**PSSC site** - The former Pacific States Steel Company (PSSC) site is a 60-acre property northeast of the BART Station; it is currently owned by the Union City Redevelopment Agency. Development of this property will occur in three phases. The land west of SR 84 and north of 11th Street is being developed by KB Homes as the Pacific Terrace Community with 216 townhomes and 2-car garage. The development is scheduled to open in late 2006 and to be completed over the next 2 years by 2008. The land east of the future SR 84 extension will be developed into 119 single-family homes. Finally, The land south of 11th Sstreet will be a 250,000 sq. ft. research and development complex.

**PG&E site** –The former PG&E Decoto Pipeyard is a 30-acre property owned by the Union City Redevelopment Agency. The portion south of 11<sup>th</sup> Street will be developed as the first phase and will include a 345 space public parking lot for shared use between BART, a community center, and retail. The northern portion of the property will be developed into mixed use residential/office/retail including 535 multi-family homes.

**Union City Intermodal Station** – The existing Union City BART Station will be expanded into a regional transit hub called the Union City Intermodal Station. At the station, passengers will be able to board several different rail and bus systems including existing AC Transit and Union City Transit bus service, existing Capitol Corridor and ACE rail service and planned Dumbarton Rail and San Jose BART extension. Plans for the California High Speed Rail System also envision a stop at Union City. Phase 1 improvements will focus on improving bus transit access and vehicle, bicycle and pedestrian circulation to the existing BART station (west side) and ultimately to provide a “free pass-through” to the east side of the station. The pass-through will provide access to the commuter rail station as well as to the planned development projects discussed above. Phase 2 will include improvements to open up the east side of the station with the new commuter rail station.

## **SMART GROWTH PARKING**

### **Goals**

The overall purpose of the Union City case study is to develop parking management strategies that will guide the transition of Union City’s Station District from the current suburban character to the future TOD development envisioned for this area. Union City has several goals that they wish to achieve as part of the Smart Growth Parking Study:

- Provide bicycle/pedestrian amenities to encourage these modes of travel;
- Assess in-lieu parking fees for development in the Station District through application of the zoning code (CSMU District);
- Incorporate the use of ‘unbundling’ to separate parking charges from land use charges for both residential and commercial land uses; and
- Develop shared parking techniques to increase the efficient use of available parking.

## **Existing Relevant Policies**

Union City's existing relevant policies are discussed and analyzed as to how they contribute to or hinder the City from furthering the goals identified above. Policies from Union City's General Plan and Municipal Code were evaluated for the provision of the following SMART Growth benefits:

- Density
- Connectivity/Walkability/Livability
- Transit/Mode Choice
- Convenience/Ease of Use
- Progressive Financing/Pricing
- Overall/Overarching Benefits

## **Union City General Plan Land Use Element**

**LU-B.1.2:** The City shall ensure that the intermodal facility is the nucleus of a vibrant, transit-oriented mixed-use district that is a community and regional destination.

**Smart Growth Benefits:** Transit/Mode Choice, Overall/Overarching Benefits

**LU-B.1.3:** The City shall ensure that the Station District includes opportunities for light industrial, office, commercial, high-density mixed-income residential, ground floor retail, and community uses.

**Smart Growth Benefits:** Density, Overall/Overarching Benefits

**LU-B.1.4:** The City shall ensure that the Station District land uses and urban design maximize transit use and minimize automobile dependence.

**Smart Growth Benefits:** Transit/Mode Choice, Connectivity/Walkability/Livability

**LU-B.1.7:** The Station District should be pedestrian-friendly with a design that minimizes the impact of parking on the quality of the streetscape and the neighborhood.

**Smart Growth Benefits:** Connectivity/Walkability/Livability

**LU-B.2.3:** The City shall ensure that within the Station District there is sufficient right-of-way for all new roadways to provide landscaping along the roadsides and, where appropriate, within median strips, bike lanes, pedestrian ways, and other amenities.

**Smart Growth Benefits:** Connectivity/Walkability/Livability

**LU-B.3.1:** The City shall promote local-serving businesses as a component of commercial expansion in the Station District so that new residents will have the choice to meet their daily shopping needs within the district.

**Smart Growth Benefits:** Convenience/Ease of Use, Overall/Overarching Benefits



**LU-B.5.1:** The City shall locate high density/mixed-income residential uses close to the intermodal facility.

**Smart Growth Benefits:** Density, Transit/Mode Choice, Overall/Overarching Benefits

**LU-B.7.3:** Landscaping, design, a walkway system and other elements should be used to integrate new uses with existing uses. Cohesive links should be established between neighborhoods.

**Smart Growth Benefits:** Connectivity/Walkability/Livability, Convenience/Ease of Use

**LU-B.8.1:** The intermodal facility shall be designed and linked to reduce the need for area residents to use private automobiles for daily work, shopping and service needs.

**Smart Growth Benefits:** Transit/Mode Choice, Convenience/Ease of Use

**LU-B.8.2:** The City shall create opportunities for mixed uses within the Station District so that people can live close to work, shopping, and service activities.

**Smart Growth Benefits:** Overall/Overarching Benefits, Connectivity/Walkability/Livability,

#### **Union City General Plan Transportation Element**

**TR-A.1.1:** The City shall prepare and adopt a Transit First policy to encourage and promote the use of public transit and provide alternatives to single-occupancy vehicles.

**Smart Growth Benefits:** Transit/Mode Choice

**TR-A.2.6:** The City shall prepare a circulation plan for the Station District to promote bicycle and pedestrian travel and facilitate movement through the area.

**Smart Growth Benefits:** Connectivity/Walkability/Livability, Convenience/Ease of Use

**TR-A.2.7:** The City shall work with businesses in Union City to implement demand reduction strategies.

**Smart Growth Benefits:** Overall/Overarching Benefits

**TR-A.2.8:** The City shall establish a transportation impact fee for all new and redevelopment projects to ensure fair share contributions to transportation improvements and continue to explore other funding sources to assist large-scale capital projects.

**Smart Growth Benefits:** Progressive Financing/Pricing

**TR-A.2.9:** The City shall develop a transportation demand management (TDM) program for the Station District to discourage the use of single-occupancy vehicles and encourage the use of transit.

**Smart Growth Benefits:** Overall/Overarching Benefits, Transit/Mode Choice

**TR-B.1.6:** The City shall ensure that there are strong transit connections (bus and rail) based on demand to the five primary planning districts (i.e., Station District, Union Landing, International Market Place, Central and Alvarado Technology Centers) to enhance economic development.

**Smart Growth Benefits:** Connectivity/Walkability/Livability, Transit/Mode Choice, Overall/Overarching Benefits

**TR-B.2.1:** The City shall take the lead in facilitating development of a regional intermodal facility centered on the existing BART station. The intermodal facility should be a vibrant center of activity with a regional presence that encourages increased transit ridership.

**Smart Growth Benefits:** Connectivity/Walkability/Livability, Transit/Mode Choice

**TR-B.2.6:** The design of the intermodal facility should include passenger and transit operator amenities, and incorporate opportunities for joint development or community services where appropriate.

**Smart Growth Benefits:** Density, Overall/Overarching Benefits, Connectivity/Walkability/Livability

**TR-B.2.9:** The intermodal facility should include convenient access to shared parking that has minimal impact on the quality of the pedestrian environment.

**Smart Growth Benefits:** Connectivity/Walkability/Livability

**TR-B.2.10:** The intermodal facility should provide pedestrians and cyclists with safe and direct connections to surrounding districts in order to minimize conflicts with automobiles and buses.

**Smart Growth Benefits:** Connectivity/Walkability/Livability

**TR-B.2.11:** The Station District should be easily accessible to other neighborhoods in Union City, especially for pedestrians and bicycles.

**Smart Growth Benefits:** Connectivity/Walkability/Livability

**TR-C.1.1:** The City shall consider the needs of bicyclists and pedestrians in all future road construction or widening projects and development projects (reference policies CD-A.1.2, LU-A.6.4).

**Smart Growth Benefits:** Overall/Overarching Benefits, Connectivity/Walkability/Livability

**TR-C.1.8:** The City shall ensure that bicycle and pedestrian facilities (including on-street bicycle facilities, secure bicycle parking, safe pedestrian crossings, and continuous sidewalks or paths) are included in the Intermodal Station District and the Union Landing District, and these districts are well-connected to neighboring areas by bicycle and pedestrian facilities (reference policies CD-B.3.1, CD-B.1.9, ED-B.1.3, LU-B.2.3, TR-A.2.4, TR-A.2.6).

**Smart Growth Benefits:** Overall/Overarching Benefits, Connectivity/Walkability/Livability, Transit/Mode Choice

**TR-C.2.4:** The City shall work with BART, AC Transit, and UC Transit to ensure the bicycle route network provides direct and convenient access to local and regional transit lines and that bicycles are provided access to transit vehicles whenever feasible.

**Smart Growth Benefits:** Overall/Overarching Benefits, Connectivity/Walkability/Livability, Transit/Mode Choice

**TR-C.2.5:** The City shall give priority to bicycle improvements that connect neighborhoods and job centers to the proposed Intermodal Station.

**Smart Growth Benefits:** Overall/Overarching Benefits, Connectivity/Walkability/Livability, Transit/Mode Choice

**TR-C.4.4:** The City shall examine and work with BART, AC Transit, and UC Transit to ensure that transit stops are accessible and safe for pedestrians, and include amenities such as weather shelters and lighting when possible.

**Smart Growth Benefits:** Overall/Overarching Benefits, Connectivity/Walkability/Livability, Transit/Mode Choice

**TR-C.4.6:** The City shall give priority to pedestrian improvements that connect neighborhoods and job centers to the proposed Intermodal Station.

**Smart Growth Benefits:** Overall/Overarching Benefits, Connectivity/Walkability/Livability, Transit/Mode Choice

**TR-D.1.1:** The City shall work with private developers to provide multiple-level structured parking wherever feasible. The City shall encourage joint use development in conjunction with parking structures.

**Smart Growth Benefits:** Overall/Overarching Benefits

**Reconsider:** Although encouraging joint use development in conjunction with structured parking will support smart growth, the availability of unlimited parking does not. It may not be in the best interests of smart growth to provide “multiple-level structured parking wherever feasible”. Instead, parking supply should be increased only in coordination with other development so that the appropriate balance of supply and demand to support smart growth is carefully maintained.

**TR-D.1.2:** The City shall plan for the expansion of the parking facilities at the BART station and intermodal facility to accommodate reasonable future demand. The City shall plan for implementation of shared parking with other land uses in the Station District.

**Smart Growth Benefits:** Overall/Overarching Benefits

**Reconsider:** As with the policy above, over supply of parking will not support smart growth development. Although it is reasonable to provide parking for future demand, it may be better to phase that development to coincide with future growth and not occur before.

**TR-D.1.3:** The City shall promote shared parking arrangements and facilitate development of common parking facilities and structures through a parking district or similar provision in the Central Technology Center, the Alvarado Technology Center, Union Landing, the Station District, and whenever parking expansion is considered in impacted areas.

**Smart Growth Benefits:** Overall/Overarching Benefits

**TR-D.1.4:** The City shall minimize the visual impact of parking and improve the pedestrian experience at the street edge by locating parking areas behind buildings, using appropriate plant materials and using landscape mounds to screen parking lots and facilities.

**Smart Growth Benefits:** Connectivity/Walkability/Livability

**TR-D.1.5:** The City shall ensure that there is adequate off-street parking in local neighborhoods as they develop to avoid an overflow of parking on the street.

**Smart Growth Benefits:** Connectivity/Walkability/Livability, Overall/Overarching Benefits

**Reconsider:** Although it is important to minimize the impacts of parking on walkability and the visual character of the community, it is also important to use parking management strategies to reduce parking demand in the neighborhoods.

**TR-E.1.2:** The City shall support mixed-use development, pedestrian-friendly environments, and higher density around the major transportation nodes.

**Smart Growth Benefits:** Overall/Overarching Benefits, Transit/Mode Choice, Connectivity/Walkability/Livability

**TR-E.1.4:** The Station District land uses and design should minimize automobile dependence and maximize transit usage.

**Smart Growth Benefits:** Overall/Overarching Benefits, Transit/Mode Choice, Connectivity/Walkability/Livability

### **Intermodal Station District and Transit Facility Plan (Appendix C of the General Plan)**

As recognized in the Plan, parking requirements are one of the most important factors affecting the long-term success and character of the Station District. Sufficient parking must be provided to make the development functional and economically feasible; however, too much parking is not conducive to the creation of a compact, pedestrian- and transit-oriented District. Several recommendations are included in the Plan which support smart growth development including:

- Establish of an independent parking district to regulate the parking supply and pricing for the redevelopment area. The parking district shall set parking pricing policies, define parking cashout programs, provide parking enforcement and oversee a project area transportation demand management program.
- Provide a transportation demand management program for the project area that includes such elements as parking pricing, rideshare programs, parking cash-out programs, transit incentives, shared-over-time parking, car/vanpool preferential parking, spillover parking management strategies, and on-site employee services (childcare, dry cleaning, banking, etc.). The parking district shall oversee the implementation of these strategies.

The Plan further calls for a phased strategy where surface lots are converted into structure parking facilities as development occurs. Standards for provision of parking by land use include:

- For commercial use, provide off-street parking at the ratio of 2.3 cars per 1,000 square feet of development;
- For residential uses, provide 0.5 covered spaces on site per unit bedroom with a minimum of 1 covered space per dwelling unit;
- For retail and community uses, no off-street parking is required but create shared parking arrangements between transit parking garages and/or parking district garages.

### **Municipal Code - CSMU District Zoning**

As stated in the Union City Municipal Code Zoning Regulations, the purpose of the station mixed use commercial (CSMU) district is to “establish a mixed use town center/central business district of high-density residential, commercial, office, and research and development uses that will serve as an important regional center, while providing strong pedestrian connections throughout the district.” Designated as Station Mixed Use Commercial (CSMU) District by the City’s zoning regulations, this ½ mile area surrounding the station is in the process of developing or expecting future mixed-use redevelopment. Objectives of this zoning district include:

- Creating an environment surrounding the intermodal facility that is mixed use and transit-oriented and has good connectivity with rest of the City.
- Promoting transit and minimizing auto dependence.
- Providing a pedestrian-friendly atmosphere with development that minimizes parking impacts

**18.38.190 Off-street parking** for the CSMU District is subject to the following:

**A. Residential Use.**

1. For rental units, provide 1.5 covered and enclosed parking stalls per each unit.
2. For ownership units, provide:
  - a. 1.5 covered and enclosed parking stalls per each one bedroom or studio unit.
  - b. 2.0 covered and enclosed parking stalls per each unit with two or more bedrooms.
3. Parking may be reduced to 1.0 parking stalls per unit subject to a use permit and a parking in-lieu fee to contribute to the construction of a public parking structure.
4. A minimum of one bicycle parking stall that is weather-protected shall be provided for every three units. Bicycle parking must be secured and enclosed. The enclosed storage space (per Section 18.38.220) for each unit may incorporate space for the required bicycle parking.
5. A minimum of one motorized cycle parking stall that is enclosed and weather-protected shall be provided for every twenty-five units.

**B. Retail Use.** Provide parking at commercial district standards per Section 18.36.150 (off-street parking in commercial districts), or parking may be reduced subject to a use permit and a parking in-lieu fee to contribute to the construction of a public parking structure.

**C. Office and Research and Development (R&D) Use.** One parking stall per three hundred square feet of office and/or research and development (R&D) use or parking may be reduced subject to a use permit and a parking in-lieu fee to contribute to the construction of a public parking structure. Bicycle parking shall be provided at a ratio determined by the Planning Commission, but at least one space per two thousand square feet. (Ord. 624-04 § 2 (part), 2004)

**In-lieu parking fees** are included in the CSMU District as:

Where a public parking fund exists for the purpose of developing public parking, applicants may make an in-lieu payment for construction, maintenance and operation of public off-street parking



instead of providing off-street parking spaces as required by this chapter. The fee shall be pursuant to resolution of the City Council. In-lieu payments under this section shall be used for the purposes set forth in the ordinance establishing public parking funds. (Ord. 624-04 § 2 (part), 2004)

**Smart Growth Benefits:** Overall/Overarching Benefits, Density

**Reconsider:** The goals for the CSMU District support smart growth development; however, the parking requirements in the Zoning Ordinance establish parking minimums for this development. Parking minimums can inhibit smart growth development; they are often based upon land use characteristics in other communities and reflect parking demand of existing land uses rather than the goal of new smart growth development. For those reasons, smart growth policies encourage the use of parking maximums to establish an upper limit for what parking demand will be associated with the smart growth land use.

**Implications for Smart Growth**

Union City has significant interest in the development of the Station District as a nucleus of a vibrant, transit-oriented mixed-use district that will serve as both a community and regional destination. The City's goals for the Station District support smart growth development particularly with focus on the transit center and redevelopment of currently vacant land. Obviously, the demand for parking will increase with expansion of the BART Station and from other infill development. The success of smart growth in the Station District will depend upon:

1. Finding the balance that will have the marketability to attract businesses, developers and residents while maintaining the livability of the transit-oriented community;
2. Careful timing of increases in parking supply and demand to insure that one does not greatly exceed the other
3. Implementation of infrastructure to accommodate alternative modes and reduce dependence on automobiles; and
4. Coordination of development with expansion of the Intermodal Station including the implementation of paid parking strategies.

## Smart Growth Parking Strategies

Union City has several smart growth enabling policies in its General Plan. As a result, there are several smart growth strategies that will be more easily implemented in the short-term. There are, however, other strategies and programs that require framing a new vision of thinking about how people travel and how dependent they are on their automobiles, i.e. how willing they will be to have fewer or no cars. These strategies would require considerable buy-in from the business and residential communities and thus may take longer to implement. The following strategies are suggested for more discussion:

- **In-lieu parking fees** - Develop a structure for assessing in-lieu parking fees for development in the Station District through application of the zoning code (CSMU District). In addition, develop guidelines for the use of these collected fees including flexibility in their use for non-parking improvements, i.e. development of transportation alternatives or pedestrian/bicycle facilities;
- **Parking Rates/Pricing** - Incorporate the use of ‘unbundling’ to separate parking charges from land use charges for both residential and commercial land uses. Pricing strategies should include consideration of options to promote alternative transportation, i.e. subsidized transit passes; MTC 2000 BATS data indicate a high rates transit, walking and bike trips<sup>2</sup>, coupled with lower average auto ownership, vehicle trips and VMT for residents living within a half-mile of a transit station or ferry terminal.<sup>3</sup> On and Off Street Pricing Differentials: On and off-street parking pricing differentials should be explored as a means to increase on-street short term parking supply by shifting long term users to off-street facilities. On-street parking facilities should be priced by peak hour and prime location in order to serve the highest demand.
- **Shared parking** - Develop shared parking techniques to increase the efficient use of available parking;
- **Parking Structures** - Parking structures will be examined in context for each development as to need based on the actual parking demand characteristics of the area taking into consideration current and future levels of auto ownership and transit use and financial feasibility. Shared parking opportunities will be investigated to help optimize overall parking demand and supply, and defray costs over multiple developments.
- **Unbundling Parking**: A policy for unbundling parking from residential developments should be explored particularly in developments within walking distance from a transit hub (i.e. ferry terminal and bus transfer station).
- **Bicycle and pedestrian facilities/amenities** – The following facilities should be considered when developing policy and development plans for the Station District:

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<sup>2</sup> “When broken down by mode, per capita transit trip rates for ½-mile residents are between two and a half and eleven times higher than other residents. Bicycle trip rates for ½-mile residents are almost twice the regional average and are between two and five times higher than residents living more than 1 mile from a rail or ferry stop. The same trend holds for walk trip rates.”

*Characteristics of Rail and Ferry Station Area Residents in the San Francisco Bay Area: Evidence from the 2000 Bay Area Travel Survey Characteristics of Rail and Ferry Station Area Residents in the San Francisco Bay Area: Evidence from the 2000 Bay Area Travel Survey. Volume I. MTC Sept 2006. pp 42.*

<sup>3</sup> “Households within ½-mile of a station produce between 47% and 60% fewer vehicle miles than their suburban and rural counterparts, which means that emissions per capita is much lower for the ½-mile group.” MTC Sept, 2006. pp43.

- Bicycle and pedestrian circulation within the new development including good connections to the Intermodal Station;
  - Connection from the Station District to the regional bicycle and pedestrian network;
  - Secure bicycle parking at the Intermodal Station and within the development for visitors, residents and employees;
  - Pedestrian and bicycle amenities such as pedestrian level street lighting and signage, street trees for shade, seating areas, showers and locker facilities;
- **Encouragement for use of alternative modes** - Develop strategies to encourage residents, employees and visitors to the Station District to use transit or alternative modes through incentive and support programs such as:
  - Transit subsidies;
  - Bicycle purchase assistance;
  - Bicycle rentals;
  - Parking cash-out programs;
  - Education on benefits of using transit or alternative modes;
  - “How to” information for making trips by bicycle, walking and transit;
  - Guaranteed ride home programs;
  - Late night escorts to transit stops; and
  - Community or city sponsored bicycle or pedestrian activities such as “Bike/Walk to Work Day”; Bike Ride with City Council/Mayor, “Walk to School Day”.

## **NEXT STEPS**

1. Stakeholder interviews: Stakeholders will be interviewed to discuss their perspectives on potential parking policies/programs including the use of in-lieu fees, unbundling, and revisions to zoning parking requirements. Stakeholders potentially to be included are:
  - AvalonBay Communities
  - DR Horton, Inc
  - Signature Homes, Inc
  - Fairfield Residential
  - Mid-Peninsula Housing
2. Development of a parking profile for Union City's Station District.